



# ACMC NEWS

No. 15, August/September 2015



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# Message from the Executive

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*If we are to prevail in the complex crises and emergencies that confront us, we need to invest in preparing people to provide adaptive leadership from the beginning of their careers.*

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In an excellent book, *Leadership for a Fractured World*, released this year, Harvard Professor Dean Williams made the observation:

‘Today we need men and women who have the courage and the capacity to orchestrate multidimensional problem solving and change to address complex challenges. This is a different kind of leadership than what we have become accustomed to. Traditional forms of leadership, in particular what I call “big man leadership,” tend to advance the interests of one group over another and inadvertently perpetuate fractures and divisions.’

Professor Williams describes the challenge of providing ‘adaptive leadership’ across cultural and institutional boundaries. In doing so he built on the now classic work of his colleagues, Professors Heifetz and Laurie, who in their *Harvard Business Review* paper, ‘The Work of Leadership’ (2001) argued that:

‘Solutions to adaptive challenges reside not in the executive suite but in the collective intelligence of employees at all levels, who need to use one another as resources, often across boundaries, and learn their way to those solutions.’

The issue of preparing leaders and organisations to provide adaptive leadership in complex crises lies at the heart of our experience of Exercise TALISMAN SABRE 15. This edition of the ACMC

newsletter examines a number of aspects of that learning.

A critical lesson is how different organisations can reconcile their own clear mission focus with the collective direction of an operation that is bigger than any one military, civilian or police participant. Exercise TALISMAN SABRE had many strong-willed, competent and articulate leaders involved. Any study of strategic history demonstrates that can be a recipe for conflict. Think Generals Eisenhower, Montgomery and Patton ...

But that was not the case in this exercise. One explanation for the strong sense of inclusion that characterised TALISMAN SABRE 15 was that leaders used the people available to them effectively and efficiently. They were willing to listen and they sought out the subject-matter knowledge of civilian and military experts— wherever it resided.

Professor Williams argues that the leadership styles that were appropriate only a generation ago will not work anymore. We need to become better at working across boundaries—organisational as well as national. He concludes that:

‘In crossing boundaries, you must get groups, often with big differences and competing cultural narratives, to come together to appreciate the systemic nature of the problem, build a relational bridge, and adjust their values, practices, and priorities to build adaptive change.’

Any participant in this exercise or in recent multinational complex operations will tell you there is no shortage of competing cultures and interagency friction. Friction is normal and, kept within limits, it can be healthy. But we are starting to see models of leadership where good leaders first demonstrate the humility to accept that they do not have all the answers. They appreciate that they can only achieve their own objectives if they work with others to achieve success in their work too.

For those who built their reputations asserting strong tactical leadership within one organisation, this adjustment can be challenging. It does not come naturally, it needs to be learned—and practised.

That is why broad multiagency participation in exercises, both large and small, is essential. If our examination of the lessons or recent crisis responses tells us anything, it is that well coordinated multiagency responses produce better outcomes than even the most professional single agency response working alone.

We know that what worked in the past will not work in the future. It is not working now. If we are to prevail in the complex crises and emergencies that confront us, we need to invest in preparing people to provide adaptive leadership from the beginning of their careers. Exercises like TALISMAN SABRE are an essential tool in providing that experience in an environment where risk is minimised and people can learn without fearing the consequences of mission failure.



**Dr Alan Ryan**  
Executive Director

Cover photo: Vice Admiral Robert L Thomas congratulating US Navy's 7th Fleet and the Australian-US Crisis Response Coordination Group on a job well done during the execution of Exercise TALISMAN SABRE 2015, Brisbane.

## About the ACMC

The Australian Civil-Military Centre is an Australian Government initiative to improve Australia's effectiveness in civil-military-police collaboration for conflict and disaster management overseas.

The ACMC engages with, and supports, government departments and agencies, non-government organisations and international partners, including the United Nations, on civil-military issues to achieve focused outcomes for the region and globally. We support best practice approaches to civil-military engagement by those involved in the strategic planning and delivery of conflict and disaster management activities.

## Disclaimer

The views contained in the articles highlighted in the Recommended Readings are those of the respective authors and do not represent the views of the Australian Civil-Military Centre, the Department of Defence or the Commonwealth of Australia.

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# Exercise TALISMAN SABRE – an overview

The past decade of operations has taught us that in order to more effectively respond to complex international crises, it is necessary for civil, military and police actors to understand each other and work together in a comprehensive manner. Achieving this multiagency effect requires preparation. Civil, military and police personnel have different approaches to planning, have different organisational cultures, and speak different languages. To address the challenges, staff must understand these differences and work to find common ground.

TALISMAN SABRE is an Australian–United States biennial military exercise designed to improve readiness and enhance interoperability across the spectrum of conflict operations. TALISMAN SABRE 15 (TS15) was executed in July this year and brought together over 30,000 personnel from Australia and the United States. While TALISMAN SABRE is a military exercise, there is a significant interagency component that is focused on enhancing civil-military-police coordination and testing whole-of-government coordination and collaborative planning.

Over 40 civilians from Australian and US government agencies including the Department of Foreign Affairs and Trade (DFAT), Department of Defence, Australian Federal Police, Department of State (including first-time representation from the Bureau of Conflict and Stabilisation Operations and the Bureau of Population, Refugees and Migration), Federal Bureau of Investigation, and USAID took part in the exercise. Several organisations from the humanitarian community also participated, including the UN Office for the Coordination of Humanitarian Affairs (OCHA), the International Committee of the Red Cross (ICRC), and the Australian Red Cross (ARC).

Exercise planners took a slightly different approach to interagency participation in TS15 and designed a series of new activities aimed at enhancing interagency play within the exercise. Pre-deployment workshops were delivered to help prepare civilian staff ahead of their first engagement with the military and familiarise them with key concepts. Civilian advisers were integrated into the planning process early to build relationships and develop understanding about different approaches to civil, military and police planning. Learning from

international best practice, a senior interagency mentor was appointed to provide real-time advice to civilian staff and help guide them through the challenges of working in multiagency environments. A dedicated interagency workshop was also included in the exercise lifecycle to draw out some of the key whole-of-government considerations relevant to operational planning.

During the exercise, the majority of civilians worked as part of the Crisis Response Coordination Group (CRCG), a bilateral taskforce designed to coordinate the whole-of-government response to the crisis. The CRCG was co-located with military headquarters and worked closely with military counterparts to ensure that operational planning and decision making reflected whole-of-government perspectives. Executive staff from each of the civilian agencies witnessed the CRCG in action during an Interagency Observers Day at Enoggera Barracks, which showcased the civilian contribution to TALISMAN SABRE.



Lieutenant Commander Matthew Dunn takes representatives from the Crisis Response Coordination Group, Department of Foreign Affairs and Trade and the Australian Civil-Military Centre on a tour of the USS *Blue Ridge* during Exercise TALISMAN SABRE 15.

Exercises can be an overwhelming experience for all involved—but that’s precisely the point. Exercises provide a realistic environment to test and stress staff, all within a safe environment. It’s okay to make mistakes and try new approaches. Exercises such as TALISMAN SABRE provide a platform for civil-military-police practitioners to develop relationships and build a shared understanding of how to work more effectively together—all before deploying to an international response.

# Integrating Women, Peace and Security into TALISMAN SABRE 15

United Nations Security Council Resolution 1325 (UNSCR 1325) on Women, Peace and Security (WPS) recognises that the experiences and needs of women and girls differ from those of men and boys in conflict and post-conflict situations, particularly in relation to human rights violations such as sexual and gender-based violence. UNSCR 1325 affirms the role of women in the prevention and resolution of conflicts and peacebuilding, and stresses their equal participation and full involvement in all efforts to promote peace and security.

TALISMAN SABRE 15 (TS15) was the first time that UNSCR 1325 was fully integrated into a major combined exercise in Australia and the United States. Integrating WPS into TS15 represents a significant step forward and has helped build understanding of the importance of a gender perspective and how the military can operationalise WPS.

Integrating WPS into TALISMAN SABRE was a two-year journey. In order to build a WPS framework, specific training objectives were developed, gender experts worked with scenario managers to build gender narratives into scenario documentation, and civilian and military exercise planners designed storylines and injects to drive the training audience. A series of WPS presentations were delivered at every major planning and lead-up event and select staff attended face-to-face and online training to build baseline understanding.

In the lead-up to the exercise, senior military commanders including Commander 7th Fleet Vice Admiral Robert Thomas and Major General Stuart Smith were engaged to support a 'top down' approach to integrating WPS into the exercise. These senior leaders emphasised the importance of WPS, supported the establishment of WPS working groups, and tasked staff to identify specific activities that would enable the protection of vulnerable groups and participation of women in peace processes. Engaging senior military leaders was crucial and ensured that WPS was prioritised, staffed and integrated into planning prior to execution.

During execution, seven Australian and US military gender advisers from across the services were appointed to the Combined Task Force and Land, Air, Maritime and Special Forces components to provide advice, share information and coordinate activities. A DFAT gender adviser was also included in the civilian component for the first time to provide civilian perspectives. This was the largest deployment of Australian and US gender advisers to a major exercise and reflected

the focus that WPS received within the exercise. TS15 gender advisers worked across the training audience to build shared understanding and ensure gender considerations were integrated into planning. TS15 gender advisers also produced several documents with real-world application including *Commanders Guidance on Implementing UNSCR 1325*.



Major Kristin Saling (CTF 660 Deputy Gender Adviser), Maria Poulos (Department of Foreign Affairs Women, Peace and Security Adviser) and Wing Commander Lou Des Jardins (CTF 660 Gender Adviser) meet to prepare for the Gender Advisers Steering Group on board USS *Blue Ridge*.

The integration of WPS into the exercise was an achievement in itself, and is an example of how much can be achieved when civilians, military and police work together towards a common goal. But this is not the end of the story. Integrating WPS into this exercise identified a series of lessons that will allow other planners to mainstream UNSCR 1325 into other exercises and will continue to inform the ongoing development of training, education and doctrine in Australia and the United States. To support this work, the ACMC developed guidance for integrating WPS into exercises and produced a timeline outlining how WPS was integrated into TS15. Further information about these products can be obtained from Ms Amy Sheridan, Assistant Director Preparedness.

*Article by Amy Sheridan (ACMC)*

# The impact of 'lessons learned' for TALISMAN SABRE

As a small part of the Exercise TALISMAN SABRE 2015 (TS15) commitment, the impact of 'lessons learned' (and implemented) form an important prelude to the next TALISMAN SABRE series in 2017. In 2015, a small lessons collecting team was formed to observe the multiagency effectiveness in promoting civil-military-police interaction during TS15. For the purposes of this report, the term 'multiagency' refers to all agencies and actors, including those from civilian (typically government agencies and organisations), military, police, civil society, non-government organisations and the United Nations.

Operating across the geographically dispersed sites (Honolulu, Gallipoli Barracks in Brisbane, Shoalwater Bay Training Area and even aboard USS *Blue Ridge*), the lessons collection team collected observations against four multiagency criteria for analysis post-exercise. Four exercise training objectives were agreed between Australian and US representatives from the multiagency collective to allow evaluation of the effectiveness of civilians and police interacting with the military. The four objectives represented the amalgamation of individual agency training objectives:

- a. Demonstrate the importance and value of civilian leadership within a conflict setting.
- b. Develop an understanding of civil, military and police methods of operation, roles and responsibilities and enhance coordination between these components.
- c. Develop networks and enhance working relationships between Australian and US civilian colleagues who may work or deploy together in the future.
- d. Reinforce the role of policy advice in ensuring operations are conducted within the framework of strategic (government level) guidance.

Led by a dedicated ACMC lessons manager, the methodology for collecting TS15 observations and the subsequent analysis and development of recommendations for future exercise participation were centred on the four objectives. The lessons collection team involved multiagency players in the exercise, from Australian and US government officials, the Australian Federal Police, civil society and international non-government organisations, and UN participants. The methodology included making observations and conducting informal interviews in the several months leading up to TS15. During the execution of TS15, participants completed a number of questionnaires, along with conducting formal and informal interviews. In addition to real-time collection, analysis weight was placed on a number of related After Action Reviews (an opportunity for all participants to highlight what actions and efforts to maintain or improve for the next chance to

exercise), as well as a post-exercise Lessons Recall at the ACMC.

In considering the effectiveness of the multiagency contribution to TS15 a number of factors were taken into account. On the whole, multiagency participation has been a success and has built on the foundations laid over the previous two TALISMAN SABRE iterations. There is little doubt given the observations that the personalities across the military, police and civilian players contributed heavily to success in 2015. In particular, senior military leadership buy-in of interagency advice was key. Having the Commander of the Combined Task Force and his component commanders direct their leads to incorporate multiagency advice and expertise at each stage of the military planning cycle and action provided automatic credibility. The backbone of TS15 success was each agency and organisation recruiting and appointing the right personnel, personnel with real-world subject matter expertise.

The continuity of multiagency participants throughout the planning and execution stages was important in building success. Agencies made significant investments, particularly human resources, into TS15 and this bore fruit.

Agencies and personnel commit time and resources to participate in exercises. Although there is additional burden, TS15 has demonstrated that there is significant bang for buck when integrating civilian and police personnel into military exercises. Investing in personnel to see through the 12–18 month journey and being well prepared through programs established by the ACMC and DFAT laid the groundwork to quicker and deeper interaction between civil, military and police players. The integration of civilian considerations into the early stages of military planning had a dual effect. Feedback from multiagency participants stated that early exposure to the military planning process, along with the opportunity to shape the geopolitical state was important. In addition, the military had the opportunity to engage with the whole-of-government construct and adjust planning accordingly.

As mentioned during the TS15 Lessons Recall, once you accept that you need to suspend reality, the exercise and construct make sense. Comment was also made that TS15 is an extraordinary opportunity to interact with many other agencies and cultures in a simulated environment, often under stress, to really appreciate what each other can bring to a crisis response. The next step for all agencies is to look at levels of individual commitment and resourcing, which may involve cultural shifts to reach a truly mature interagency (civil, military and police) effect.

*Article by Chris Doyle (ACMC)*

# Civilian reflections of life on the USS *Blue Ridge*

Leading up to the execution of TALISMAN SABRE 2015 (TS15), very few members of the all-civilian Crisis Response Coordination Group (CRCG) had prior experience of being on a navy ship, let alone the privilege of living on one for two weeks. When the core of the CRCG team embarked on the US Navy's USS *Blue Ridge* one sunny afternoon at Garden Island Naval Base, NSW, no amount of pre-deployment training, stories or tips from more experienced colleagues could have prepared them for what was to come.

At 45 years old, USS *Blue Ridge* is the US Navy's oldest operational ship, and part of the 7th Fleet. The fleet was commanded by Vice Admiral Robert L Thomas who, along with many of his staff, provided excellent hosting to the CRCG throughout their time on board.

As a civilian, I found life on a military navy ship to be full of surprises, novelty and many odd twists and turns. USS *Blue Ridge* provided two gyms, a library, a chapel, medical facilities, a convenience store, and a barbershop to name a few of the many amenities. As one US Navy colleague put it, 'She is like a floating city'.

Accommodation was limited, varied depending on rank and gender, and storage space was restricted to a medium-sized bag or suitcase of clothes. Some were privileged to be assigned to a 6-bunk stateroom on the upper decks, while others showed great resilience and acceptance in bunking with nearly a hundred others on the lower decks. Whereas climbing narrow steel ladders and stairways up, down, and around the ship quickly become the norm, some could only access their sleeping quarters on the lower decks through steel manholes in the



Next door to the USS *Blue Ridge* sat the impressive HMAS *Canberra*. Members of the CRCG took time out to tour this fine vessel and consider future interagency operations where she might serve.

floor. The amusement of this did not wear off even after a special 'show-and-tell' trip to prove its reality to others.

Learning to live and speak in shipboard terms was more for personal survival and sanity than for any other important reason. For example, a 'head' is a bathroom and shower area, 'aft' is towards the rear, 'forward' is towards the front. 'Port' is the left hand side of the ship when facing forward, and 'starboard' is the right hand side of the ship when facing forward. It does not end there. A 'bull's eye' is a label attached to every ship's compartment, what civilians might simply call an area or section. It was crucial to understand how to read a bull's eye as it underpinned the overall logic navigating the ships corridors. Bull's eyes are made up of a combination of numbers and letters. Each piece of information represents the deck level, the frame number, the relation the room is to the centreline of the ship, and the compartment usage. Some of the CRCG members might say this took them all of two weeks to understand. The majority, however, relied on the power of visual memory and learning from mistakes.

When senior members of the CRCG team embarked or disembarked the ship, they were clearly announced over the loudspeaker with a distinct bell ringing. Military protocols are formal and to be admired. These announcements proved to work in the CRCG team's favour, as they could keep track of senior principals' movements in combination with the complex spreadsheet of meetings, aptly titled the 'battle rhythm'.

While I have many memories of life on the USS *Blue Ridge*, two vivid scenes come to mind: CRCG team members intensely working away while seated in chairs that rolled from side to side as the ship sailed to Brisbane, and CRCG team members formally briefing senior military commanders alongside military counterparts supported by a detailed and complex PowerPoint presentation. Moments of interagency interoperability at their best!

For civilians unused to operational life on military bases, at sea or on land, the CRCG team did extremely well to adapt and endure life on the USS *Blue Ridge* for two weeks. While it was no cruise ship environment, the friendly faces and extensive hospitality extended to the team made up for the absence of the creature comforts of home and office. Above all, USS *Blue Ridge* and her crew provided an excellent professional development space and experience for all civilians involved.

To this end, hats off to Vice Admiral Thomas and all the men and women in the US Navy 7th Fleet who took part in TS15. The civilians from the CRCG will never forget their time on the USS *Blue Ridge*.

*Article by Elaine Elemani (ACMC)*

# TALISMAN SABRE 15 – humanitarian participation

Large complex emergencies, conflict and natural disasters create significant humanitarian crises and the responses that address these situations are often multinational and multiagency in nature. It is in this context that the biennial Australian–United States military exercise TALISMAN SABRE incorporates a key humanitarian component.

While there was a core interagency component within TALISMAN SABRE 15 (TS15), the exercise also incorporated broader representation from the humanitarian community. TS15 involved the participation of the UN Office for the Coordination of Humanitarian Affairs (OCHA), UN High Commissioner for Refugees (UNHCR), World Food Programme (WFP), International Committee of the Red Cross (ICRC) and the Australian Red Cross (ARC), both at the Land Headquarters (CFLCC), Enoggera Barracks and in live events around Rockhampton.

The role of the humanitarian agencies was to replicate the real-world functions that these organisations play during a conflict and provide a direct interface between military and humanitarian actors.

Learning from TS13, where humanitarian agencies worked offsite, the humanitarian agencies were co-located with the Exercise Land Headquarters (CFLCC) at Enoggera Barracks, Brisbane for TS15. While having humanitarian actors based within a military barracks did not accurately replicate reality, it was highly successful in enabling significant interaction and in minimising travel times for meetings. These changes enhanced the humanitarian organisations' overall experience and significantly improved the face-to-face interaction with the military.

For exercise participants based at CFLCC who had not participated in a TALISMAN SABRE exercise previously, there was palpable anticipation of the arrival of the humanitarian component in the lead-up to the exercise; it is rare for humanitarian professionals to participate in a military exercise.

Once the humanitarian agencies arrived at the CFLCC headquarters, they were quickly involved in a busy

schedule of 'in-scenario' meetings, which continued throughout the exercise. An average day for the humanitarian agencies at Enoggera Barracks included viewing the latest exercise news reports, liaising with exercise control in Hawaii, developing fictitious UNOCHA sit-reps to feed into the exercise, and multiple meetings with military and civilian participants. These meetings covered a range of exercise considerations including logistics and facilitation of co-use distributions, humanitarian access, Protection of Civilians, legal, gender, and Women, Peace and Security. The ICRC and the Australian Red Cross also participated in live events throughout the exercise including a humanitarian convoy through military territory and a detainee facility visit.

The participation of the humanitarian actors greatly contributed to CFLCC and broader military learning in TS15. Through various humanitarian storylines the humanitarian community's participation challenged military participants to consider the appropriateness of military actors providing medical and humanitarian assistance, educated participants in the ICRC's oversight role in relation to detainee management and International Humanitarian Law more broadly, and pushed them to continually integrate humanitarian considerations into daily planning. In addition to this, the participation of humanitarian

professionals with expertise in protection and gender contributed to the exercise focus on Women, Peace and Security, further encouraging military actors to recognise the role that women play in post-conflict reconciliation and peacebuilding.

Highlighting the vital role direct humanitarian interaction played in the exercise, messages and information from daily meetings with the humanitarian community were clearly fed through the CFLCC channels into the broader exercise audience. Following discussions with the humanitarian agencies, CFLCC meeting orders were reinforced to those on the ground to allow humanitarian access: 'The World Food Programme are coming. We can't tell them where to go or when to come and we can't have them telling us tomorrow that you wouldn't let them through.'

*Article by Laura Howieson (ACFID)*



Sebastian Rhodes-Stampa greets Stacey Greene and Colonel Linda Granville prior to a meeting with the Humanitarian Cell at the Monash Centre, Enoggera Barracks.



# TS15 – A land component command perspective on interagency involvement

The Combined Forces Land Component Command (CFLCC) Headquarters for TALISMAN SABRE 2015 (TS15) was centred on US I Corps 'America's Corps' commanded by Lieutenant General Stephen Lanza, with military supplementation from the Australian and New Zealand Defence Forces, primarily from the headquarters of Australia's 1st Division. The headquarters was enhanced through the addition of civilians from government and non-government agencies, which formed the land element of the Crisis Response Coordination Group (CRCG), the Corps Political Adviser (POLAD) and other civilian organisational actors. Australia provided almost all these personnel.

From a land perspective, the TS15 scenario was highly complex and challenging, involving a peer level adversary with supporting local paramilitary players and insurgency threats operating in two distinct 'countries' with diverse and multifaceted human dimensions. To add to the challenge, the exercise involved concurrent Phase III 'Dominate' and Phase IV 'Transition' operations. As militaries we tend to be more comfortable in combat operations (pure Phase III), in spite of hard won 'scar tissue' from recent experiences in places such as Iraq and Afghanistan, which highlights the importance of winning the war, not just the fight. For many in uniform, including the commanding general and myself, the need to get the right balance between military and civil effect was personal. Consequently, the CFLCC was determined to ensure operations enabled successful transition to civil governance and, importantly, that staff understood the criticality of meaningful interagency involvement and interaction, throughout all phases, to achieve the mission. Therefore success was dependent on adopting a holistic whole-of-government approach to operations. Education was vital to ensuring that this becomes our standard way of doing business into the future.

To enable CFLCC success in TS15, the CRCG and POLAD were involved early on at the Senior Leadership Seminar in Hawaii in March and during the I Corps academics and ramp up Command Post Exercise in Washington State in May. This ensured that interagency aspects were identified and incorporated early in our planning and, more importantly, that relationships were established and the CRCG, POLAD and interagency players were seen from the outset as critical to mission success. This was led from the front by the commanding general, who made clear to all the importance of their integration and contribution. This attitude and preparation developed confidence in the interaction between military and civil team members, and paid significant dividends. The ACMC was instrumental in designing and facilitating whole-of-government effect including the mentoring of other agencies.

The CRCG and other agencies were significantly enhanced during the exercise proper to include Australian Federal Police representation and that of non-government agencies. Our policy was to assimilate interagency representatives into all key working groups including targeting boards. The senior CRCG delegate and POLAD had a prominent seat at the front table during all key battle rhythm events, and their input was actively sought and advice valued. The whole-of-government dimension was incorporated into formalised CFLCC operating principles to include consideration of the right balance between destruction and compulsion, supporting the synergy of military effects with diplomatic, information and economic efforts; the incorporation of gender and women considerations into all aspects of operations; and setting the transition to governance and enduring stability. The consequence of this integrated effort was to greatly enhance the comprehensive and enduring effectiveness of the land campaign.

Having recently returned from working in the United States with Regional Command East (RC-E) in Afghanistan, I found the CRCG and civilian player construct used for TS15 quite analogous with the approach used in RC-E: having a Senior Civilian Representative (SCR) team from the State Department and maintaining close ties with the USAID team and other government and non-government agency representatives embedded within the headquarters. The SCR was equivalent to the commander and we, the military, relied heavily on the commander and the team's advice on Afghan political and civil interplay matters. The POLAD, however, was missing and, if anything, the CRCG approach used for TS15 seemed more formalised and rigorous in enabling outcomes. Overall the TS15 interagency construct was most effective and reflected, in my experience, what we must do on operations.

Lieutenant General Lanza said of the way we, as Australians, approached the TS15 interagency construct: 'They truly understand what it takes to have a whole-of-government approach ... We all have civilian authorities that we work for. The way they have their civil-military relationship is something that we should look at, something that we can learn from and something that will help us train as a US force in the future.'

From a CFLCC perspective, TS15 was a highly successful exercise in integrated civil-military effects and, with appropriate development, a model for exercises and, more importantly, operations to come.

*Article by Brigadier Phillip K H Bridie AM  
Deputy Commanding General  
Combined Forces Land Component Command*

# A commander's perspective on integrating UNSCR 1325 Women, Peace and Security into Exercise TALISMAN SABRE 2015

## Introduction

The United Nations Security Council adopted UNSCR 1325 in 2000. This recognises the different effect that warfare has on women and children and also that women are often overlooked in the peace process. UNSCR 1325 called for member states to produce National Action Plans that outline what governments will do to integrate a gender perspective into conflict resolution, peace and security efforts, domestically and overseas. Australia's National Action Plan was published in 2012, five months after the United States National Action Plan, and incorporated a Defence Implementation Plan.

In 2014, Australian and United States officials selected Exercise TALISMAN SABRE 15 (TS15) as a test case for the integration of Women, Peace and Security into military planning and operations. Commander Combined Task Force (CTF) 660 VADM Robert Thomas directed his staff to integrate Women, Peace and Security into exercise scenarios and conduct. Initial integration occurred during an exercise planning activity in February 2015 with the drafting of a two-page brief that identified WPS objectives and initiatives.<sup>1</sup> This provided guidance for component commanders, setting in motion a series of outputs designed to move WPS beyond 'education' and into the realm of execution. The aim was to integrate WPS and gender perspective into CTF 660 operations, and to make a stepped and lasting difference to the way in which warfighting commanders plan and execute WPS objectives. Effectively, the brief forecast the intent to 'operationalise' WPS.

## TS15 specific WPS objectives

There were three main objectives in addition to incorporating WPS into commander's intent, strategic communications, rules of engagement, targeting directives and human dimension analysis.

Firstly, CTF 660 forces would receive focused education and training to ensure wide awareness and understanding

on key WPS messages and themes. This included briefings during the Senior Leadership Seminar, pre-deployment and Reception, Staging, Onward Movement and Integration (RSOI) training. The focus during the RSOI brief—which all members of CTF 660 attended—was on providing participants with an understanding of the significance of including WPS within the military operational context, while consolidating base level knowledge of UNSCR 1325. Gender advisers were appointed to ensure that commanders, both at CTF and component level, had access to subject matter experts who could help drive the commander's intent.

The second objective, and undeniably the biggest challenge prior to exercise commencement, was integration of WPS into planning and execution. This was achieved through a process of education, the presence and participation of gender advisers, and a strong and committed command team who reinforced the importance and necessity of WPS at key times throughout the exercise. CTF 660 had two military gender advisers, one Australian and one American, who between them attended 12–16 working groups, steering groups or boards on a daily basis. This provided maximum exposure to headquarters staff and allowed the gender advisers to establish good working relationships across the shops and special appointments, thus ensuring wide exposure and understanding. A Gender Adviser Steering Group met daily and linked the CTF 660 and component gender advisers, providing a network of experience and knowledge that was shared and leveraged as scenarios dictated.

CTF 660 forces would receive focused education and training to ensure wide awareness and understanding on key WPS messages and themes.

The final objective was to ensure that lessons learned during TS15 were not isolated but rather shared as a sound basis for future activities.

## TS15 specific WPS initiatives

A number of specific initiatives were included within the directive released by CTF 660 to help determine what works and what doesn't in order to focus WPS investment for future military operations. Successful initiatives included the establishment of female population protection

<sup>1</sup> The WPS initiatives and activities for TS15 were developed during a planning activity conducted on board USS *Blue Ridge* in February 2015 by a WPS working group comprising: LTCOL Louise Martin (ARA), LTC Katrina Coolman (USN), LCDR Matt Dunn (RAN), MAJ Darren Harrison (US Army), CAPT Vince Noraka (USMC), Ms Amy Sheridan (ACMC), and Ms Emily Rossetti (CRCG). The author acknowledges this team work as forming the basis for this paper and is indebted to their outstanding support.



units and patrol plans, compilation and distribution of gender intelligence reports, and identification and engagement with key female leaders within local communities. One initiative that was seen as key prior to exercise start evolved during the conduct of the exercise from female engagement teams to mixed engagement teams. This was an important move as it recognised that each community is unique and not all communities allow only female to female engagement. Providing a mixed engagement team allowed the tactical level commander flexibility to communicate and establish relationships across local communities.

Successful initiatives included the establishment of female population protection units and patrol plans, compilation and distribution of gender intelligence reports, and identification and engagement with key female leaders within local communities.

## Conclusion

The aims of WPS activities for TS15 were straightforward:

- a. To make a stepped change in the WPS conversation from theory to practice
- b. To operationalise WPS

- c. To leave documented 'doctrine' as a starting point for future WPS planning and execution in other military activities.

CCTF and the TS15 leadership team are of the shared view that these aims were achieved during TS15 and that this has led to a significantly greater understanding of the 'art of the possible'. Through the approach of gender advisers, and with the full support of command teams, WPS was integrated into all aspects of TS15 in a manner that has begun the journey to normalising WPS within military planning and operations.

There is, of course, a long road ahead until WPS is fully integrated across the wider Australian Defence Force and United States Forces activities, but the achievements during TS15 proved that inclusion of UNSCR 1325 within military operations is not a hindrance, but can be beneficial to the achievement of military aims.

An enduring outcome of TS15 has been the production of a *Commander's Guide to Implementing UNSCR 1325 in Military Operations and Planning*, which now provides military commanders with a greater understanding of UNSCR 1325 and how to incorporate the intent of the Resolution into military planning and execution.

*Article by Air Commodore Chris Westwood  
Commander Surveillance and Response Group*

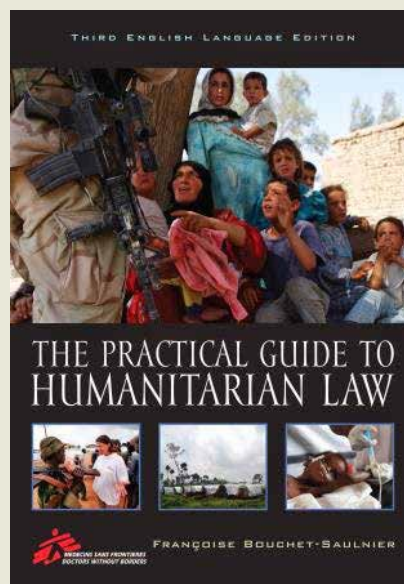
# ‘A Common Language for Engagement’: Médecins Sans Frontières visit to ACOMC

International Humanitarian Law (IHL) represents the ultimate reference in situations of crisis and conflict.<sup>1</sup> Particularly in the complex protracted crises seen in recent decades, IHL together with humanitarian action has found primacy in international peace and security management.

The ACOMC hosted a visit from Médecins Sans Frontières (MSF) Australia on Wednesday 30 September 2015 and a roundtable discussion with representatives from the Department of Foreign Affairs and Trade, Attorney-General’s Department, Defence, the Australian Council For International Development, the International Committee of the Red Cross and the Humanitarian Action Group on the relevance and application of IHL for Civil-Military-Police actors in modern humanitarian assistance.



Non-state armed groups are party to conflicts under IHL, and negotiation with such groups forms part of the challenge for humanitarian actors in modern humanitarian



assistance. More challenging, however, in this new age of complex, protracted crises is often the interaction with domestic laws such as the emergent body of anti-terror legislation. For humanitarian organisations such as MSF, the tension between IHL and domestic laws is increasingly posing a greater challenge.

This tension is situated in what can broadly be described as a ‘security approach’, and it is within this framework that humanitarian organisations are becoming more constricted in their work. Other challenges discussed in the dialogue ranged from the ongoing importance of the ‘do no harm’ principle above others, overcoming impunity and the application of IHL to new and emerging technologies.

Despite these complexities in modern conflict for humanitarian organisations and other actors, IHL remains a clear and essential framework. MSF’s *Third English Language Edition of The Practical Guide to Humanitarian Law* allows practitioners to easily understand and apply IHL on the frontline. Author Françoise Bouchet-Saulnier presented to Dr Alan Ryan a signed copy of the guide during the visit, which is available to download on the MSF website: [www.doctorswithoutborders.org/practical-guide-humanitarian-law](http://www.doctorswithoutborders.org/practical-guide-humanitarian-law)

MSF have also developed a series of case studies devoted to analysing the organisation’s actions and decision-making process during humanitarian emergencies, such as Srebrenica, 1993–2003. This is a useful resource for civ-mil-pol practitioners to reflect on, and can be accessed on the MSF’s Speaking Out Case Studies website: [www.speakingout.msf.org](http://www.speakingout.msf.org)

<sup>1</sup> F Bouchett-Saulnier 2014, *The Practical Guide to Humanitarian Law*, Rowman and Littlefield, Lanham.

Article by Laura Howieson (ACFID)

# ACMC host Search and Rescue Lessons Learned Seminar in Sydney

In practice with the Australian Civil-Military Centre's mandate to promote whole-of-government cooperation in response to complex disasters and emergencies, the ACMC has successfully hosted the East Asia Summit (EAS) Rapid Disaster Response: Search and Rescue (SAR) Lessons Learned Seminar in Sydney from 21–23 September.

The seminar was co-chaired by Ms Jane Duke, Assistant Secretary, South-East Asia Region Branch of the Department of Foreign Affairs and Trade and Ms Phasporn Sangasubana, Deputy Director-General of the Department of ASEAN Affairs from the Kingdom of Thailand.

The EAS SAR seminar considered the challenges of coordinating complex search and rescue operations in response to mass-casualty aviation, maritime and natural disasters by drawing on the experiences of the 15 EAS member states represented at the SAR seminar. The seminar focused on search and rescue operations requiring interagency and international coordination and cooperation, particularly those with joint civilian and military contributions.

Lessons learned from recent international search and rescue operations, including the ongoing search for MH 370, were discussed as case studies during the seminar.

Executive Director of the ACMC, Dr Alan Ryan co-facilitated the seminar with Emeritus Professor at the University of NSW Professor Carlyle Thayer. Dr Ryan said the Indo-Pacific region was the most prone to natural disasters in the world.

'In recent years we have witnessed large-scale disasters including the 2004 Indian Ocean Tsunami, Typhoon Haiyan. We have also seen tragic events like the loss of MH 370,' he said.

'Sharing good practices and lessons learned by East Asia Summit members will help to prepare for future disaster events and strengthen regional cooperation and capacities.'

Keynote speakers included the leader of Australia's search efforts for Malaysian Airlines Flight MH 370, Air Chief Marshal Angus Houston AK, AFC (Retd), and the head of Indonesia's Search and Rescue Agency, Air Marshal Bambang Soelistyo,

who led the recovery of Air Asia QZ 8501. Senior speakers from Thailand, Malaysia and the Philippines presented case studies on their experiences in leading search and rescue efforts after the 2004 tsunami and Typhoon Haiyan.

Draft recommendations to formalise and strengthen cooperation among EAS members when responding to emergency situations that focus on improving regional preparedness, communication responses and capacity building are currently under consideration by EAS Senior Officials ahead of the East Asia Summit Leaders' Meeting in November.

The official SAR seminar program, discussion paper, presentations and photo gallery can be accessed from <https://www.acmc.gov.au/acmc-hosts-the-east-asia-summit-eas-rapid-disaster-response/>



Article by Will Clancy (ACMC)



## RECOMMENDED READINGS

The ACMC's Recommended Readings is a way for civil-military-police professionals at all levels to increase their understanding of current issues in the field of civil-military-police collaboration for conflict and disaster management overseas. In this edition, we highlight the following articles:

### **The Female Soldiers Who've Already Joined Special Ops Teams**, Gayle Tzemach Lemmon, *Harvard Business Review*

This week, two women will earn the Ranger tab for the first time. But the path to this day began decades ago, with the women have already served and sacrificed on the battlefield alongside Rangers and SEALs. Those earlier experiences are an important study in building teams, breaking ground on behalf of mission success, and successfully integrating new groups into the established order.

In 2013, I began reporting on a groundbreaking all-women special operations team made up of the finest, fittest and most driven soldiers chosen from across the Army, Guard, and Reserve. As my reporting deepened and grew into the book *Ashley's War*, I realized the story of these Cultural Support Teams was not only a story of inspiring individuals—the female soldiers I was profiling—but a broader story of organizational change.

The shift began in 2010. Some of the most tested special operations leaders in the US military concluded that America would never kill its way to the end of its wars. Commanders needed more knowledge and more understanding to gain an advantage on the battlefield. And yet male soldiers could not speak to Afghan women or enter their quarters without causing grave offense in the conservative, traditional societies in which they were operating. Without female soldiers, half the population's knowledge would remain out of reach.

Read the full article at <https://hbr.org/2015/08/the-female-soldiers-whove-already-joined-special-ops-teams>

**Keywords:** change management, gender, government, diversity

### **US, allies wrapping up Talisman Sabre exercise**, Seth Robson, *Stars and Stripes*

US, Australian, New Zealand and Japanese commanders are hoping to declare victory over a fictitious enemy on Saturday during the biennial Talisman Sabre exercise.

The sixth installment of the exercise—which began July 4 and involves more than 33,000 personnel conducting air, sea and land operations in Australia, Hawaii and San Diego—ends Sunday.

Talisman Sabre is primarily concerned with testing US and Australian troops' ability to work together in battle, Air Commodore Chris Westwood of the Royal Australian Air Force said Friday.

However, he added: 'We have Kiwis (New Zealanders) embedded in the Australian team and Japanese embedded in the US team.'

US Navy Lt Lauren Cole, a 7th Fleet public affairs officer, said the exercise was a chance for Japanese and New Zealand troops to see how US and Australian forces work together.

Westwood has been aboard the 7th Fleet flagship USS *Blue Ridge* for the duration of Talisman Sabre, acting as chief of staff to the commander of the US 7th Fleet.

Meanwhile, tens of thousands of troops, 150 aircraft and 25 ships have been testing their capabilities in the field.

'We have folks in Brisbane (Australia) running a land campaign ... the maritime folks are doing the same thing in San Diego,' Westwood said. 'We are fully simulating a high-end war-fighting environment.'

Read the full article at [www.stripes.com/news/us-allies-wrapping-up-talisman-sabre-exercise-1.358440](http://www.stripes.com/news/us-allies-wrapping-up-talisman-sabre-exercise-1.358440)

**Keywords:** Talisman Sabre, security and stability, Women, Peace and Security